105TH CONGRESS 2D SESSION

S. 2031

To combat waste, fraud, and abuse in payments for home health services provided under the medicare program, and to improve the quality of those home health services.

IN THE SENATE OF THE UNITED STATES

May 5, 1998

Mr. Grassley (for himself and Mr. Breaux) introduced the following bill; which was read twice and referred to the Committee on Finance

A BILL

To combat waste, fraud, and abuse in payments for home health services provided under the medicare program, and to improve the quality of those home health services.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,
- 3 SECTION 1. SHORT TITLE; TABLE OF CONTENTS.
- 4 (a) Short Title.—This Act may be cited as the
- 5 "Home Health Integrity Preservation Act of 1998".
- 6 (b) Table of Contents.—The table of contents of
- 7 this Act is as follows:
 - Sec. 1. Short title; table of contents.
 - Sec. 2. Revision of surety bond requirement for home health agencies.
 - Sec. 3. Additional conditions of participation for home health agencies.
 - Sec. 4. Surveyor training in reimbursement and coverage policies.

- Sec. 5. Surveys and reviews.
- Sec. 6. Prior patient load.
- Sec. 7. Establishment of standards and procedures to improve quality of services.
- Sec. 8. Notification of availability of a home health agency's most recent survey as part of discharge planning process.
- Sec. 9. Home health integrity task force.
- Sec. 10. Application of certain provisions of the bankruptcy code.
- Sec. 11. Study and report to Congress.
- Sec. 12. Effective date.

SEC. 2. REVISION OF SURETY BOND REQUIREMENT FOR

- 2 HOME HEALTH AGENCIES.
- 3 (a) In General.—Section 1861(o)(7) of the Social
- 4 Security Act (42 U.S.C. 1395x(o)) (as added by section
- 5 4312(b) of the Balanced Budget Act of 1997) is amended
- 6 to read as follows:
- 7 "(7) provides the Secretary, prior to the initial
- 8 certification of the home health agency and for 1
- 9 year thereafter, with a surety bond against fraudu-
- lent or abusive activities in a form specified by the
- 11 Secretary and in an amount equal to \$25,000; and".
- 12 (b) Effective Date.—The amendment made by
- 13 subsection (a) shall take effect on the date of enactment
- 14 of this Act.
- 15 SEC. 3. ADDITIONAL CONDITIONS OF PARTICIPATION FOR
- 16 HOME HEALTH AGENCIES.
- 17 (a) Qualifications of Managing Employees.—
- 18 Section 1891(a) of the Social Security Act (42 U.S.C.
- 19 1395bbb(a)) is amended by adding at the end the follow-
- 20 ing:

1	"(7) The agency shall have—
2	"(A) sufficient knowledge, as attested by
3	the managing employees (as defined in section
4	1126(b)) of the agency (pursuant to subsection
5	(c)(2)(C)(iv)(II)) using standards established by
6	the Secretary, of the requirements for reim-
7	bursement under this title, coverage criteria
8	and claims procedures, and the civil and crimi-
9	nal penalties for noncompliance with such re-
10	quirements; and
11	"(B) managing employees with sufficient
12	prior education or work experience, according to
13	standards determined by the Secretary, in the
14	delivery of health care.".
15	(b) Compliance Program.—Section 1891(a) of the
16	Social Security Act (42 U.S.C. 1395bbb(a)) (as amended
17	by subsection (a)) is amended by adding at the end the
18	following:
19	"(8) The agency has developed and imple-
20	mented a fraud and abuse compliance program.".
21	(c) Availability of Survey.—Section 1891(a) of
22	the Social Security Act (42 U.S.C. 1395bbb(a)) (as
23	amended by subsection (b)) is amended by adding at the

24 end the following:

1	"(9) The agency, before the agency provides
2	any home health services to a beneficiary, makes
3	available to the beneficiary or the representative of
4	the beneficiary a summary of the pertinent findings
5	(including a list of any deficiencies) of the most re-
6	cent survey of the agency relating to the compliance
7	of such agency. Such summary shall be provided in
8	a standardized format and may, at the discretion of
9	the Secretary, also include other information regard-
10	ing the agency's operations that are of potential in-
11	terest to beneficiaries, such as the number of pa-
12	tients served by the agency.".
13	(d) Notice of New Home Health Service, New
14	Branch Office, and New Joint Venture.—Section
15	1891(a)(2) of the Social Security Act (42 U.S.C.
16	1395bbb(a)(2)) is amended to read as follows:
17	"(2)(A) The agency notifies the agency's fiscal
18	intermediary and the State entity responsible for the
19	licensing or certification of the agency—
20	"(i) of a change in the persons with an
21	ownership or control interest (as defined in sec-
22	tion $1124(a)(3)$) in the agency,
23	"(ii) of a change in the persons who are of-
24	ficers, directors, agents, or managing employees
25	(as defined in section 1126(b)) of the agency,

1	"(iii) of a change in the corporation, asso-
2	ciation, or other company responsible for the
3	management of the agency,
4	"(iv) that the agency is providing a cat-
5	egory of skilled service that it was not providing
6	at the time of the agency's most recent stand-
7	ard survey,
8	"(v) that the agency is operating a new
9	branch office that was not in operation at the
10	time of the agency's most recent standard sur-
11	vey, and
12	"(vi) that the agency is involved in a new
13	joint venture with other health care providers or
14	other business entities.
15	"(B) The notice required under subparagraph
16	(A) shall be provided—
17	"(i) for a change described in clauses (i),
18	(ii), and (iii) of such subparagraph, within 30
19	calendar days of the time of the change and
20	shall include the identity of each new person or
21	company described in the previous sentence,
22	"(ii) for a change described in clause (iv)
23	of such subparagraph, within 30 calendar days
24	of the time the agency begins providing the new

1	service and shall include a description of the
2	service,
3	"(iii) for a change described in clause (v)
4	of such subparagraph, within 30 calendar days
5	of the time the new branch office begins oper-
6	ations and shall include the location of the of-
7	fice and a description of the services that are
8	being provided at the office, and
9	"(iv) for a change described in clause (vi)
10	of such subparagraph, within 30 calendar days
11	of the time the agency enters into the joint ven-
12	ture agreement and shall include a description
13	of the joint venture and the participants in the
14	joint venture.".
15	SEC. 4. SURVEYOR TRAINING IN REIMBURSEMENT AND
16	COVERAGE POLICIES.
17	Section 1891(d)(3) of the Social Security Act (42
18	U.S.C. 1395bbb(d)(3)) is amended—
19	(1) by striking "relating to the performance"
20	and inserting "relating to—
21	"(A) the performance";
	(11) the performance,
22	(2) by striking the period at the end and insert-

1	"(B) requirements for reimbursement and cov-
2	erage of services under this title.".
3	SEC. 5. SURVEYS AND REVIEWS.
4	(a) Additional Requirements for Survey.—
5	Section 1891(c)(2)(C) of the Social Security Act (42
6	U.S.C. 1395bbb(c)(2)(C)) is amended—
7	(1) in clause (i)(I)—
8	(A) by striking "purpose of evaluating"
9	and inserting "purpose of—
10	"(aa) evaluating"; and
11	(B) by adding at the end the following:
12	"(bb) evaluating whether the individ-
13	uals are homebound for purposes of quali-
14	fying for receipt of benefits for home
15	health services under this title; and";
16	(2) in clause (ii), by striking "and" at the end;
17	(3) in clause (iii), by striking the period at the
18	end and inserting "; and"; and
19	(4) by adding at the end the following:
20	"(iv) shall include—
21	"(I) an assessment of whether the agency
22	is in compliance with all of the conditions of
23	participation and requirements specified in or
24	pursuant to section 1861(o), this section, and
25	this title:

1	"(II) an assessment that the managing
2	employees (as defined in section 1126(b)) of the
3	agency have attested in writing to having suffi-
4	cient knowledge, as determined by the Sec-
5	retary, of the requirements for reimbursement
6	under this title, coverage criteria and claims
7	procedures, and the civil and criminal penalties
8	for noncompliance with such requirements; and
9	"(III) a review of the services provided by
10	subcontractors of the agency to ensure that
11	such services are being provided in a manner
12	consistent with the requirements of this title.".
13	(b) Additional Events Triggering a Survey.—
14	Section 1891(c)(2)(B) of the Social Security Act (42
15	U.S.C. $1395bbb(c)(2)(B)$) is amended—
16	(1) by striking "and" at the end of clause (i);
17	(2) by striking the period at the end of clause
18	(ii) and inserting a comma; and
19	(3) by adding at the end the following:
20	"(iii) shall be conducted not less than
21	annually for the first 2 years after the ini-
22	tial standard survey of the agency;
23	"(iv) after the agency's first 2 years
24	of participation under this title, shall be
25	conducted within 90 calendar days of the

date that the agency notifies the Secretary
that it is providing a category of skilled
service that the agency was not providing
at the time of the agency's most recent
standard survey;

"(v) if the agency is operating a new branch office that was not in operation at the time of the agency's most recent standard survey, shall be conducted within the 12-month period following the date that the new branch office began operations to ensure that such office is providing quality care and that it is appropriately classified as a branch office, and shall include direct scrutiny of the operations of the branch office; and

"(vi) shall be conducted on randomly selected agencies on an occasional basis, with the number of such surveys to be determined by the Secretary.".

- 21 (c) REVIEW BY FISCAL INTERMEDIARY.—Section 22 1816 of the Social Security Act (42 U.S.C. 1395h) is 23 amended by adding at the end the following:
- 24 "(m) An agreement with an agency or organization 25 under this section shall require that the agency or organi-

6

7

8

9

10

11

12

13

14

15

16

17

18

19

20

1	zation conduct a review of the overall business structure
2	of a home health agency submitting a claim for reimburse-
3	ment for home health services, including any related orga-
4	nizations of the home health agency.".
5	SEC. 6. PRIOR PATIENT LOAD.
6	Section 1891 of the Social Security Act (42 U.S.C.
7	1395bbb) is amended by adding at the end the following:
8	"(h) Prior Patient Load.—
9	"(1) IN GENERAL.—The Secretary shall not
10	enter into an agreement for the first time with a
11	home health agency to provide items and services
12	under this title unless the Secretary determines that,
13	before the date the agreement is entered into, the
14	agency—
15	"(A) had been in operation for at least 60
16	calendar days; and
17	"(B) had at least 10 patients during that
18	period of prior operation.
19	"(2) Exceptions.—
20	"(A) Beneficiary access.—If the Sec-
21	retary determines appropriate, the Secretary
22	may waive the requirements of paragraph (1) in
23	order to establish or maintain beneficiary access
24	to home health services in an area.

1	"(B) Change of ownership.—The re-
2	quirements of paragraph (1) shall not apply to
3	a home health agency at the time of a change
4	in ownership of such agency.".
5	SEC. 7. ESTABLISHMENT OF STANDARDS AND PROCE-
6	DURES TO IMPROVE QUALITY OF SERVICES.
7	(a) In General.—Section 1891 of the Social Secu-
8	rity Act (42 U.S.C. 1395bbb) (as amended by section 6)
9	is amended by adding at the end the following:
10	"(i) Establishment of Standards and Proce-
11	DURES.—
12	"(1) Screening of employees.—The Sec-
13	retary shall establish procedures to improve the
14	background screening performed by a home health
15	agency on individuals that the agency is considering
16	hiring as home health aides (as defined in subsection
17	(a)(3)(E)) and licensed health professionals (as de-
18	fined in subsection $(a)(3)(F)$.
19	"(2) Cost reports.—The Secretary shall es-
20	tablish additional procedures regarding the require-
21	ment for attestation of cost reports to ensure greater
22	accountability on the part of a home health agency
23	and its managing employees (as defined in section
24	1126(b)) for the accuracy of the information pro-
25	vided to the Secretary in any such cost reports.

1	"(3) Monitoring agency after extended
2	Survey.—The Secretary shall establish procedures
3	to ensure that a home health agency that is subject
4	to an extended (or partial extended) survey is closely
5	monitored from the period immediately following the
6	extended survey through the agency's subsequent
7	standard survey to ensure that the agency is in com-
8	pliance with all the conditions of participation and
9	requirements specified in or pursuant to section
10	1861(o), this section, and this title.
11	"(4) Additional audits.—
12	"(A) In general.—
13	"(i) Standards.—The Secretary
14	shall establish objective standards regard-
15	ing the determination of—
16	"(I) whether an agency is a home
17	health agency described in subpara-
18	graph (B); and
19	"(II) the circumstances that trig-
20	ger an audit for a home health agency
21	described in subparagraph (B), and
22	the content of such an audit.
23	"(ii) Information.—In establishing
24	standards under clause (i), the Secretary
25	shall ensure that the individuals perform-

1	ing the audits under this section are pro-
2	vided with the necessary information, in-
3	cluding information from intermediaries,
4	carriers, and law enforcement sources, in
5	order to determine if a particular home
6	health agency is an agency described in
7	subparagraph (B) and whether the cir-
8	cumstances triggering an audit for such an
9	agency has occurred.
10	"(B) AGENCY DESCRIBED.—A home health
11	agency is described in this subparagraph if it is
12	an agency that has—
13	"(i) experienced unusually rapid
14	growth as compared to other home health
15	agencies in the area and in the country;
16	"(ii) had unusually high utilization
17	patterns as compared to other home health
18	agencies in the area and in the country;
19	"(iii) unusually high costs per patient
20	as compared to other home health agencies
21	in the area and in the country;
22	"(iv) unusually high levels of overpay-
23	ment or coverage denials as compared to
24	other home health agencies in the area and
25	in the country; or

1	"(v) operations that otherwise raise
2	concerns such that the Secretary deter-
3	mines that an audit is appropriate.
4	"(5) Branch offices.—
5	"(A) Surveys.—The Secretary shall es-
6	tablish standards for periodic surveys of branch
7	offices of a home health agency in order to as-
8	sess whether the branch offices meet the Sec-
9	retary's national criteria for branch office des-
10	ignation and for quality of care. Such surveys
11	shall include home visits to beneficiaries served
12	by the branch office (but only with the consent
13	of the beneficiary).
14	"(B) Uniform national definition.—
15	The Secretary shall establish a uniform national
16	definition of a branch office of a home health
17	agency.
18	"(6) CERTAIN QUALIFICATIONS OF MANAGING
19	EMPLOYEES.—The Secretary shall establish stand-
20	ards regarding the knowledge and prior education or
21	work experience that a managing employee (as de-
22	fined in section 1126(b)) of an agency must possess
23	in order to comply with the requirements described
24	in subsection $(a)(7)$.
25	"(7) Claims processing.—

1	"(A) IN GENERAL.—The Secretary shall
2	establish standards to improve and strengthen
3	the procedures by which claims for reimburse-
4	ment by home health agencies are identified as
5	being fraudulent, wasteful, or abusive.
6	"(B) Procedures.—The standards estab-
7	lished by the Secretary pursuant to subpara-
8	graph (A) shall include, to the extent prac-
9	ticable, standards for a minimum number of—
10	"(i) intensive focused medical reviews
11	of the services provided to beneficiaries by
12	an agency;
13	"(ii) interviews with beneficiaries, em-
14	ployees of the agency, and other individ-
15	uals providing services on behalf of the
16	agency; and
17	"(iii) random spot checks of visits to
18	a beneficiary's home by employees of the
19	agency (but only with the consent of the
20	beneficiary).
21	"(C) Report to congress.—Not later
22	than 90 days after the date of enactment of the
23	Home Health Integrity Preservation Act of
24	1998, the Secretary shall submit a report to
25	Congress containing a detailed description of—

1	"(i) the current levels of activity by
2	the Secretary with regard to the reviews,
3	interviews, and spot checks described in
4	subparagraph (B); and
5	"(ii) the Secretary's plans to increase
6	those levels pursuant to the procedures de-
7	scribed in subparagraphs (A) and (B).
8	"(8) Expansion of financial statement.—
9	The Secretary shall establish procedures to expand
10	the financial statement audit process to include com-
11	pliance and integrity reviews.".
12	(b) Effective Date.—By not later than 180 cal-
13	endar days after the date of enactment of this Act, the
14	Secretary shall establish the standards and procedures de-
15	scribed in paragraphs (1) through (8) of section 1891(i)
16	of the Social Security Act (42 U.S.C. 1395bbb(i)) (as
17	added by subsection (a)) by regulation or other sufficient
18	means.
19	SEC. 8. NOTIFICATION OF AVAILABILITY OF A HOME
20	HEALTH AGENCY'S MOST RECENT SURVEY AS
21	PART OF DISCHARGE PLANNING PROCESS.
22	Section 1861(ee)(2)(D) of the Social Security Act (42
23	U.S.C. 1395x(ee)(2)(D)) (as amended by section 4321(a)
24	of the Balanced Budget Act of 1997) is amended—

1	(1) by striking "including the availability" and
2	inserting "including—
3	"(i) the availability"; and
4	(2) by inserting before the period the following:
5	"; and
6	"(ii) the availability of (and procedures for
7	obtaining from a home health agency) a sum-
8	mary document described in section
9	1891(a)(9)".
10	SEC. 9. HOME HEALTH INTEGRITY TASK FORCE.
11	(a) Establishment.—The Secretary of Health and
12	Human Services (in this section referred to as the "Sec-
13	retary") shall establish within the Office of the Inspector
14	General of the Department of Health and Human Services
15	a home health integrity task force (in this section referred
16	to as the "Task Force").
17	(b) DIRECTOR.—The Inspector General of the De-
18	partment of Health and Human Services shall appoint the
19	Director of the Task Force.
20	(c) Duties.—The Task Force shall target, inves-
21	tigate, and pursue any available civil or criminal actions
22	against individuals who organize, direct, finance, or are
23	otherwise engaged in fraud in the provision of home health
24	services (as defined in section 1861(m) of the Social Secu-

- 1 rity Act (42 U.S.C. 1395x(m))) under the medicare pro-
- 2 gram under such Act.
- 3 (d) Outside Agencies and Entities.—In carrying
- 4 out the duties described in subsection (c), the Task Force
- 5 shall work in coordination with other Federal, State, and
- 6 local agencies, including the Health Care Financing Ad-
- 7 ministration, and with private entities. All Federal, State,
- 8 and local employees and all private entities are encouraged
- 9 to provide maximum cooperation to the Task Force.
- 10 SEC. 10. APPLICATION OF CERTAIN PROVISIONS OF THE
- 11 BANKRUPTCY CODE.
- 12 (a) Restricted Applicability of Bankruptcy
- 13 STAY, DISCHARGE, AND PREFERENTIAL TRANSFER PRO-
- 14 VISIONS TO CERTAIN MEDICARE DEBTS.—Title XI of the
- 15 Social Security Act (42 U.S.C. 1301 et seq.) is amended
- 16 by inserting after section 1143 the following:
- 17 "APPLICATION OF CERTAIN PROVISIONS OF THE
- 18 BANKRUPTCY CODE
- 19 "Sec. 1144. (a) Certain Medicare Actions Not
- 20 STAYED BY BANKRUPTCY PROCEEDINGS.—The com-
- 21 mencement or continuation of any action against a debtor
- 22 (as defined in subsection (d)) under this title or title
- 23 XVIII, including any action or proceeding to exclude or
- 24 suspend such debtor from program participation, assess
- 25 civil monetary penalties, recoup or set off overpayments,
- 26 or deny or suspend payment of claims shall not be subject

- 1 to a stay under section 362(a) of title 11, United States
- 2 Code.
- 3 "(b) Certain Medicare Debt Not Discharge-
- 4 ABLE IN BANKRUPTCY.—A debt owed to the United
- 5 States or to a State by a debtor for an overpayment under
- 6 title XVIII, or for a penalty, fine, or assessment under
- 7 this title or title XVIII, shall not be dischargeable under
- 8 any provision of title 11, United States Code.
- 9 "(c) Repayment of Certain Debts Considered
- 10 Final.—Payments made to repay a debt to the United
- 11 States or to a State by a debtor with respect to items and
- 12 services provided, or claims for payment made for such
- 13 items and services, under title XVIII (including repayment
- 14 of an overpayment), or to pay a penalty, fine, or assess-
- 15 ment under this title or title XVIII, shall be considered
- 16 final and not avoidable transfers under section 547 of title
- 17 11, United States Code.
- 18 "(d) Debtor Defined.—In this section, the term
- 19 'debtor' means a provider of services (as defined in section
- 20 1861(u)) that has commenced a case under title 11,
- 21 United States Code.".
- 22 (b) Medicare Rules Applicable to Bankruptcy
- 23 Proceedings of a Medicare Provider of Serv-
- 24 ICES.—Title XVIII of the Social Security Act (42 U.S.C.
- 25 1395 et seq.) (as amended by section 4015 of the Bal-

- 1 anced Budget Act of 1997) is amended by adding at the
- 2 end the following:
- 3 "APPLICATION OF PROVISIONS OF THE BANKRUPTCY
- 4 CODE
- 5 "Sec. 1897. (a) Use of Medicare Standards and
- 6 Procedures.—Notwithstanding any provision of title 11,
- 7 United States Code, or any other provision of law, in the
- 8 case of claims by a debtor (as defined in section 1144(d))
- 9 for payment under this title, the determination of whether
- 10 the claim is allowable, and of the amount payable, shall
- 11 be made in accordance with the provisions of this title,
- 12 title XI, and implementing regulations.
- 13 "(b) Notice to Creditor of Bankruptcy Peti-
- 14 TIONER.—In the case of a debt owed by a debtor (as so
- 15 defined) to the United States with respect to items and
- 16 services provided, or claims for payment made, under this
- 17 title (including a debt arising from an overpayment or a
- 18 penalty, fine, or assessment under title XI or this title),
- 19 the notices to the creditor of bankruptcy petitions, pro-
- 20 ceedings, and relief required under title 11, United States
- 21 Code (including under section 342 of that title and rule
- 22 2002(j) of the Federal Rules of Bankruptcy Procedure),
- 23 shall be given to the Secretary. Provision of such notice
- 24 to a fiscal agent of the Secretary shall not be considered
- 25 to satisfy this requirement.

1	"(e) Turnover of Property to the Bankruptcy
2	ESTATE.—For purposes of section 542(b) of title 11
3	United States Code, a claim for payment under this title
4	shall not be considered to be a matured debt payable to
5	the estate of a debtor (as so defined) until such claim has
6	been allowed by the Secretary in accordance with proce-
7	dures established under this title.".
8	SEC. 11. STUDY AND REPORT TO CONGRESS.
9	(a) Study.—
10	(1) In general.—The Secretary of Health and
11	Human Services (in this section referred to as the
12	"Secretary") shall conduct a study on all matters re-
13	lating to the appropriate home health services to be
14	provided under the medicare program under title
15	XVIII of the Social Security Act (42 U.S.C. 1395 et
16	seq.) to individuals with chronic conditions.
17	(2) Matters studied.—The matters studied
18	by the Secretary shall include—
19	(A) methods to strengthen the role of a
20	physician in developing a plan of care for a ben-
21	eficiary receiving home health benefits under
22	this title; and
23	(B) the need for an individual or entity
24	(other than the home health agency or the
25	beneficiary's physician) to have responsibility

- 1 for approving the type and quantity of home
- 2 health services provided to the beneficiary.
- 3 (b) Report.—Not later than 1 year after the date
- 4 of enactment of this Act, the Secretary shall submit a re-
- 5 port to Congress on the study conducted under subsection
- 6 (a). The Secretary shall include in the report such rec-
- 7 ommendations regarding the utilization of home health
- 8 services under the medicare program as the Secretary de-
- 9 termines to be appropriate.

10 SEC. 12. EFFECTIVE DATE.

- 11 Except as otherwise provided in this Act, the amend-
- 12 ments made by this Act shall take effect on the expiration
- 13 of the date that is 180 calendar days after the date of
- 14 enactment of this Act.

 \bigcirc